
The Department of Commerce Annual Performance Plan

Fiscal Year 2000



William M. Daley
Secretary

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Secretary's Foreword



As we prepare for a new century, Commerce Department programs are more vital than ever to our Nation's economy and the living standards of our people; to our leadership in key areas of science, technology, and information; and to the management and stewardship of our resources. From promoting the export of U.S. products and services to predicting the weather, from protecting intellectual property rights to managing the frequency spectrum to safeguarding our oceans and marine habitats -- the Department of Commerce plays a pivotal role in helping American businesses, communities, workers, and universities.

This Commerce Annual Performance Plan has been developed in close coordination with the Department's FY 2000 budget request. Both reflect the major priorities and initiatives of the Department. This plan highlights the priorities and initiatives in our FY 2000 budget. The Annual Performance Plan is organized according to our nine bureaus and the programs they administer.

Many individuals throughout the Department have worked diligently over the past several months to improve upon last year's Annual Performance Plan. We have responded to specific recommendations by OMB, GAO, and Congressional Staff on how to improve our Plan's organization and presentation. This year's plan is organized to provide a more complete picture of each bureau's goals and performance measures, and link directly to our budget request. We have more than doubled the percentage of performance measures tied to specific outcomes, while reducing the total number of both goals and measures in order to clarify their presentation. We have also strengthened our ability to validate and verify the data used to measure performance and evaluate specific programs in order to maximize our accountability to the American public. Overall, we believe that the Annual Performance Plan for FY 2000 represents a significant improvement over last year's plan which will help our employees to achieve good results.

This year's Annual Performance Plan provides a strong foundation on which to build effective Department-wide planning and performance management for the first years of the new century. I am pleased to present it as a demonstration of all that this Department does to foster economic growth, technological advancement, and sustainable development.

William M. Daley
Secretary of Commerce

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Mission Statement and Themes of the Department of Commerce

The Department of Commerce promotes job creation, economic growth, sustainable development, and improved living standards for all Americans, by working in partnership with businesses, universities, communities, and workers:



To build for the future and promote U. S. competitiveness in the global marketplace, by strengthening and safeguarding the Nation's economic infrastructure;



To keep America competitive with cutting-edge science and technology and a world-class information base; and



To provide effective management and stewardship of our Nation's resources and assets to ensure sustainable economic opportunity.

Executive Summary

Three key themes drive the Department of Commerce's Annual Performance Plan (APP) and support the Department's core mission of building a strong U.S. economy to provide a higher standard of living for every American. The alignment of Bureau program activities under these themes represents a new approach to improve the integration, coordination, and management of Commerce programs.

The three strategic themes—building our Nation's economic infrastructure; leading in science, technology, and information; and, providing stewardship of our Nation's resources and assets—are intended to facilitate new working relationships and the development of crosscutting policy efforts to strengthen the effectiveness of the Department as a whole, to serve all Americans better. The three themes provide a means for identifying and strengthening relationships among Commerce bureaus and for building partnerships with other agencies and external parties.

The FY 2000 APP includes Secretary William M. Daley's priorities and initiatives. These priorities and initiatives serve as guideposts to gauge the performance of Commerce's most critical programs. The priorities and initiatives are important integrating mechanisms for the Department of Commerce, much like the strategic themes. A listing of the priorities and initiatives is presented in the table on the following page. The Commerce [Budget in Brief](#) provides a more detailed discussion of the priorities and initiatives and their alignment.

Linking the key programs of individual Commerce Bureaus to the priorities and initiatives reinforces the Department's core mission and creates new opportunities for increased performance. This is especially important during periods of increasingly rapid and frequent change in our society, in our economy, and in science and technology—placing greater demand on the vital resources the Department manages. Each Commerce Bureau is well-positioned to help improve the quality of life, whether that entails producing more timely and accurate weather forecasts or weighing commercial and national security interests in decisions about exporting new technologies.

Encompassing the Department's many disparate functions, the three themes and the priorities and initiatives represent significant actions by the Secretary and his leadership team to move the Department in the direction of a more integrated organization. The FY 2000 APP, developed pursuant to the Government Performance and Results Act (GPRA) and integrated with the budget process,

is the product of efforts to establish a more effective strategic planning and performance management process within the Department. The new strategic planning and performance management approach, which recognizes unique organizational cultures and the stakeholders of each of the Commerce bureaus, will drive a Commerce-wide effort to continue to improve the integration of activities and enhance performance and accountability.

Theme One encompasses the work that Commerce does to improve our capacity to maintain a competitive, vibrant economy. This includes job creation, support for minority businesses and small firms, technological innovation, production improvements, and the protection of ideas. Theme One also includes promoting healthier communities, developing a solid information base, and improving the environmental predictions that are essential for protecting life and property.

Within Theme Two, the Commerce Department directs activities that promote world-class science, technology, and information. The Department helps establish global technology standards and examines all aspects of development and innovation. It conducts scientific studies and data analyses leading to short and long-term environmental predictions. Commerce also provides information-based support to U.S. businesses and research communities. These activities range from conducting the Decennial Census to specific market analyses. Commerce also focuses on the technical issues associated with the radio frequency spectra, including the technology used for broadcasting.

Theme Three includes Commerce's key responsibilities for the management and stewardship of our critical resources from both national and global perspectives. Commerce manages and promotes the efficient and wise use of specific resources ranging from intellectual property rights and radio frequency spectra to fisheries and other ocean and coastal resources. This effective management is integral to improving technological innovation and communication, conserving coastal and marine resources, protecting the environment, and maintaining the overall quality of life. Commerce also represents U.S. interests and provides leadership in international negotiations related to the management of resources. This includes the protection of marine mammals and other species and the regulation of frequency spectra and intellectual property rights.

Executive Summary (cont.)

Priorities and Initiatives

Decennial Census and Other Statistical Programs

- Statistical Infrastructure

Oceans and Atmosphere

- Natural Resources
 - Ocean 2000
 - Climate in the 21st Century
- Natural Disaster Reduction

Broadening Trade

Technology for Economic Growth

- Technology Infrastructure

Assisting Distressed Communities

Critical Infrastructure Protection

Key Management Initiatives

- Clean Financial Audits
- Digital Department
- PTO as PBO

Commerce Bureaus, the Three Themes, and the Priorities and Initiatives

In support of the three Commerce themes, the **Economic Development Administration's (EDA)** strategic goals are to create jobs and private enterprise in distressed communities and to build local capacity to achieve and sustain economic growth. Since its establishment under the Public Works Act of 1965, EDA has confronted and responded to many challenges to the industrial and commercial growth of distressed communities in the United States.

Today, rapidly changing production, trade patterns, and technology threaten certain communities. EDA's highly flexible programs for public infrastructure, planning, technical assistance, and research allow the Department of Commerce to respond strategically to the specific conditions of disenfranchised areas in order to expand industrial and commercial growth. EDA works through a nationwide network now comprising 320 Economic Development Districts (EDDs), 64 Indian tribes, 69 University Centers, and 12 Trade Adjustment Assistance Centers (TAACs). EDA focuses on supporting local planning and

long-term partnerships with state and local organizations that can assist distressed communities with strategic planning and investment activities.

For example, EDA helps mitigate the impact of natural disasters on communities by helping them to move businesses from disaster-prone areas to safe locations. EDA is able to go into communities struck by natural disaster and begin assistance immediately rather than waiting until emergency supplemental funds are approved.

By maintaining a reliable federal statistical system that readily monitors and measures economic activity and social trends, the **Economics and Statistics Administration (ESA)** helps national, state, and local governments and other institutions make smart decisions that can improve American lives. Our Nation's ability to respond to domestic and international developments that affect our economic infrastructure depends on a world-class information base and the cutting-edge technology that makes it accessible. In this capacity, ESA oversees the **Census Bureau** and the **Bureau of Economic Analysis (BEA)**. ESA also operates STAT-USA, a user-friendly "one-stop shop" for the dissemination of business, economic, and trade statistics.

Executive Summary (cont.)

Vice President Gore's National Partnership for Reinventing Government (NPR) designated the Census Bureau as among the 32 High Impact Agencies (HIA) most visible to Americans. As the prime gatherer and purveyor of data on our population and our economy through surveys, censuses, and special studies, the Census Bureau is committed to accuracy, timeliness, relevancy, and efficient service. The Bureau's strategy to improve data quality and timeliness includes the use of state-of-the-art digital capture technology, simplifying questionnaires, increasing the follow-up rate on nonrespondents, and working in partnership with the U.S. Postal Service to improve address files. In FY 2000, electronic commerce will also ease the reporting burden for businesses, contributing to the statistics available for planning purposes.

The Secretary intends Census 2000 to be the most complete and accurate decennial census ever—executed at the lowest possible cost to the taxpayer. Supporting a successful Census 2000 is one of the elements of the Secretary's management strategy for the Department. The Census Bureau's detailed attention to logistics and management has helped carry out an effective dress rehearsal. Pending the U.S. Supreme Court's decision on January 25, 1999 on whether to include sampling as part of the methodology, the Census Bureau worked through the additional challenge of implementing a dual-track strategy using both traditional and sampling methods to conduct the dress rehearsal.

This Annual Performance Plan was developed before the recent Supreme Court ruling and assumes the use of sampling in the 2000 Census. Under that assumption, we are requesting a total Decennial budget of \$2.8 billion, a \$1.78 billion increase above FY 1999, for census implementation and associated audits. The Census Bureau will develop a plan in light of the Supreme Court ruling and estimates of any associated costs. This plan will include the use of statistical methods, as appropriate, to provide the most accurate census data possible.

As the Nation's accountant, BEA combines and transforms extensive data from government and private sources to produce a consistent and comprehensive picture of economic activity, featuring the key summary measure known as gross domestic product. In addition, BEA's estimates of regional product and income are used in the allocation of federal grants to states.

In an increasingly global economy, the role of exports in sustaining a robust economic infrastructure continues to grow. Exports support over eleven million American jobs, and in the past two years alone, generated over two million new jobs. In recent years, export-related jobs grew about six times faster than total employment, paying wages fifteen percent higher than the average U.S. wage. The competitive nature of the global marketplace raises the bar of challenges for the **International Trade Administration (ITA)** in leveling the playing field for U.S. businesses abroad and helping remove tariff and nontariff barriers to trade. Toward this end, ITA will carry out the Secretary's Broadening Trade initiative by breaking into new and underserved international markets, while expanding the export support of small- and medium-sized businesses. ITA's goals are to enforce U.S. trade laws and agreements to promote free and fair trade, increase the number of small business exporters, and open key emerging markets, especially Africa, Latin America, and Asia.

Much of the success of the Broadening Trade initiative rests on the expansion of the U.S. and Foreign Commercial Service's (US&FCS) outreach efforts to small- and medium-sized enterprises (SMEs) to help them unleash their export capacity. The U.S. Export Assistance Centers (USEACs) perform the valuable service of educating and assisting SMEs and helping export-ready firms in need of technical assistance. Electronic commerce and the Internet are other vehicles to increase export opportunities for SMEs.

Implementing an aggressive trade compliance program to aid U.S. companies in achieving the full benefits of trade agreements is another key component of ITA's strategy. The Trade Compliance Center (TCC) monitors approximately 250 trade agreements and helps identify possible violations. By compiling data on access problems and outcomes, ITA can measure the dollar value of opening world markets to U.S. exports as a result of reducing or eliminating trade barriers. ITA also improves the competitiveness of domestic firms by enforcing U.S. trade laws and agreements regarding subsidies, unfair pricing, and other harmful foreign trade practices.

The **Bureau of Export Administration (BXA)** carries out the export licensing, enforcement, and defense industry conversion in a manner that protects our national security and our economic competitiveness. BXA performs the dual function of facilitating trade in an increasingly competitive global economy, while restricting the export of goods that could threaten national security and public safety.

Executive Summary (cont.)

As part of the Statistical Infrastructure initiative, BEA will work to resolve measurement discrepancies due to changes in the economy and incomplete or obsolete data by expanding and updating the coverage of key areas, including rapidly evolving industries.

In housing the Critical Infrastructure Assurance Office (CIAO), established by Presidential Decision Directive 63, BXA also helps safeguard the interconnected systems that are necessary to the operations of our government and economy.

BXA is working to bring U.S. export controls in line with evolving U.S. national security and foreign policy objectives. Restructuring export controls for the 21st century will result in a relatively shorter dual-use commodity control list. Streamlining the application system for controlled items will help prevent illegal transactions and expedite the license processing cycle for U.S. companies. In addition, by rendering prompt decisions, BXA will strengthen the international competitive position of U.S. firms. BXA is also developing means to strengthen its law enforcement program and its efficiency as a regulatory agency. BXA takes a preventive approach to deter high-risk transactions. To reduce the number of potential license requests for unacceptable products, BXA will expand educational outreach to its stakeholders through visits, conferences, and seminars to heighten their understanding of export controls and, as a result, strengthen industry compliance. It will also conduct a greater number of on-site visits to end-users of selected goods to ensure that products are being employed in the authorized manner.

BXA will also increase the number of nonproliferation and export control technical, executive, and educational exchanges at both the bilateral and multilateral levels to improve cooperation with foreign governments. It will develop a plan to address all five functional areas of effective export control systems: legal and regulatory frameworks, licensing procedures and control lists, enforcement mechanisms, industry-government relations, and systems administration and automation.

Finally, BXA's role in facilitating the transition of defense industries supports two of the Department's core themes: economic infrastructure and science and technology. A strong economic infrastructure rests on the ability to transition our defense industries to productive peacetime activities without compromising our technological leadership. At the same time, BXA can assist in promoting the con-

tinued viability of high-tech firms through the development of innovative product lines and new commercial avenues for former defense products.

Minorities account for 28 percent of the American population, but only 11 percent of business owners. Because of this fact, the central aim of the **Minority Business Development Agency (MBDA)** is to increase the participation of minorities in our Nation's commerce.

MBDA also advances the establishment and expansion of minority-owned businesses by identifying new domestic and foreign business opportunities. MBDA informs minority-owned businesses of these opportunities and assists these firms in taking advantage of those opportunities. This includes programs to increase access to the marketplace and capital through a number of vehicles. For example, MBDA provides management and technical assistance to over 8,000 firms annually via an electronic matching system over the Internet, Business Development Centers, and other resources. It promotes minority business lending through arrangements with financial institutions and mobilization of both private and public sector resources. MBDA also works to secure a fair share of representation for minority-owned businesses in all government-sponsored initiatives that promote U.S. business interests, including international trade missions.

The functions of the **National Oceanic and Atmospheric Administration (NOAA)** encompass all three Commerce themes. NOAA has the lead role in improving the means for detecting oncoming natural events with greater precision in order to save lives and property and minimize business disruption. In skillfully managing and protecting our Nation's assets and resources, NOAA plays a key role in the Natural Resources initiative by overseeing programs that expand knowledge and understanding of our land, water, and air. Protecting coastal habitats from loss and degradation, researching the effects of climate changes on the oceans and atmosphere, and promoting navigation are all objectives of the initiative.

Programs within NOAA's National Marine Fisheries Service (NMFS) are designed to help build a sustainable fisheries environment. Improving current fish stocks and restoring the long-term employment and growth potential of maritime industries are essential to our Nation's wealth and quality of life. The Natural Resources initiative also includes recovering protected species, preventing extinction, and maintaining healthy species through conservation programs that involve monitoring and research of species and the factors that affect their mortality. The suc-

Executive Summary (cont.)

cess of all of this effort will be more attainable by integrating activities across five of NOAA's line and program offices.

NOAA also contributes to the crosscutting Natural Disaster Reduction initiative by providing weather warnings and forecasts to the general public through the National Weather Service (NWS), conducting climate and weather research, and making historical and environmental data available for the public and private sectors. NOAA's products and services include short-term warning services and forecasts to increase lead times; newer and better data sets on seasonal-to-interannual time scales to produce climate forecasts to predict El Niño events with more accuracy; and improved decadal and centennial climate change assessments, especially for greenhouse warming, ozone layer depletion, and air quality.

Finally, NOAA's success in describing and predicting the changes in the earth's environment, and conserving our resources to ensure sustainable economic opportunity relies on cutting-edge research to develop new technologies, improve operations, and supply the scientific basis for managing natural resources and solving environmental problems.

In administering laws that grant and protect patents and trademarks, and in advising the Commerce Secretary, the President, and the Administration on intellectual property rights, the **Patent and Trademark Office (PTO)** plays a central role in America's economic growth.

Through its stewardship of our Nation's intellectual property, PTO influences investment, development and marketing strategies, and the financial viability of American businesses. PTO plays a central role in increasing the competitiveness of our technology-based economy by providing more effective service delivery as product life cycles become shorter. Timely issuance of patents and trademark registrations make all the difference for firms operating in fast-paced markets. Toward this end, PTO is committed to customer-oriented and results-driven performance through reduced average processing time of patents and trademarks, the automation of various patent and trademark activities, and the establishment of a fee schedule aligned with cost.

Through its provision of technical assistance and its expertise on trade-related property rights issues, PTO helps support the Secretary's Broadening Trade initiative. PTO contributes to the protection and expansion of intellectual property rights systems worldwide, vital to the devel-

opment of the commercial infrastructure of developing economies and to promoting trade, through education and training on laws, regulations, and enforcement. It conducts international outreach and partners with other nations to help support these objectives.

Finally, improving communications, as part of a customer service focus, is integral to the goal of promoting awareness of and providing effective access to patent and trademark information. This relies on an advanced information dissemination base able to respond to users in a timely fashion, make information available, and transform the majority of processes into electronic operations. It includes the increased use of the Internet to request the status of applications and place orders, and to answer customer inquiries via e-mail.

PTO's program operations are revenue-generating and PTO is a self-sustaining agency that relies on external customer satisfaction. Similar to private sector business, it conducts a number of transactions with the public directly and must become efficient enough to respond to private sector needs and a potentially growing market for its services. Freed of certain federal restrictions and with a clear mission, accountability, and measurable goals, the budget includes a proposal that PTO become a Performance Based Organization (PBO).

The primary mission of the Technology Administration is to improve our Nation's technological infrastructure and to facilitate innovation by working with industry. TA is essential to economic health, advancements in science and technology, and our Nation's survivability in the information age. TA includes the **Office of Technology Policy (US/OTP)**, which fosters a supportive technology policy environment to promote innovation and industrial competitiveness by advocating and coordinating efforts at the state, national, and international levels. TA also includes the **National Institute of Standards and Technology (NIST)**, which administers the Malcolm Baldrige National Quality Program to encourage performance and quality management practices by U.S. businesses; and the **National Technical Information Service (NTIS)**, which compiles and disseminates non-classified scientific, technical, and engineering information useful to U.S. business and government.

TA contributes to the Secretary's Broadening Trade initiative by stimulating innovation and developing measurements and standards to improve our Nation's competitive base. NIST enhances U.S. influence abroad and helps to eliminate technical nontariff barriers to trade by work-

Executive Summary (cont.)

ing to increase global recognition of U.S. measurements and standards. On the international front, it is working with ITA to place standards attaches in Russia, China, and South Africa, and with PTO on the Commercial Law Development Program to institutionalize trade in emerging economies via training programs. Through the linkages established between the Manufacturing Extension Partnership (MEP) Centers and U.S. Export Assistance Centers (USEACs), NIST helps identify small export-ready manufacturing firms in need of the technical assistance it provides. It helps small firms improve their technological capability, productivity, and competitiveness.

Through rigorous peer reviews, NIST will measure how it achieves its goal of ensuring and improving measurements and standards infrastructure, ultimately providing the technical leadership for our Nation, in large part through its reference data collection and storage capability. NIST's Advanced Technology Program (ATP) stimulates advanced technologies by working with industry to identify and promote capital infusion in areas that have significant potential for broad-based economic and social benefits, but where firms are usually reluctant to invest, such as high-risk and multi-use technologies. The program uses a wide range of evaluation mechanisms to determine the eventual impact of ATP-funded projects.

Finally, through its research activities, NIST supports the reduction of damages from natural disasters and is part of the Administration's Critical Infrastructure Protection program, the broad effort to secure the interconnected infrastructures of our Nation. NIST is one of the lead agencies in the research and development program designed to address technology shortfalls and vulnerabilities.

The **National Telecommunications and Information Administration (NTIA)** maximizes the use of telecommunications and information resources in ways that create jobs, augment U.S. competitiveness, and raise the standard of living. NTIA's functions, increasingly complex in nature, extend into all three Commerce strategic themes. NTIA also plays an important role in opening new markets and broadening trade by helping to implement the World Trade Organization (WTO) Basic Agreement on Telecommunications.

To promote greater awareness, understanding, and access to technology, NTIA will accelerate the development and diffusion of public sector and nonprofit applications of Next Generation Internet (NGI) technologies and services. NGI is the Administration's multi-agency federal research

and development program to advance networking technologies. NTIA provides matching grants to non-profit organizations to build quality technological and information systems in areas that benefit communities, such as in health care, education, and public safety. It also assists public telecommunications facilities in converting to digital broadcasting.

NTIA manages radio spectrum allocated for federal use. It ensures that radio spectrum assignments provide the greatest public benefit, by planning and implementing policies that affect both private and public sectors; meeting the requirements of federal agencies; and advancing the development of spectrally efficient technologies.

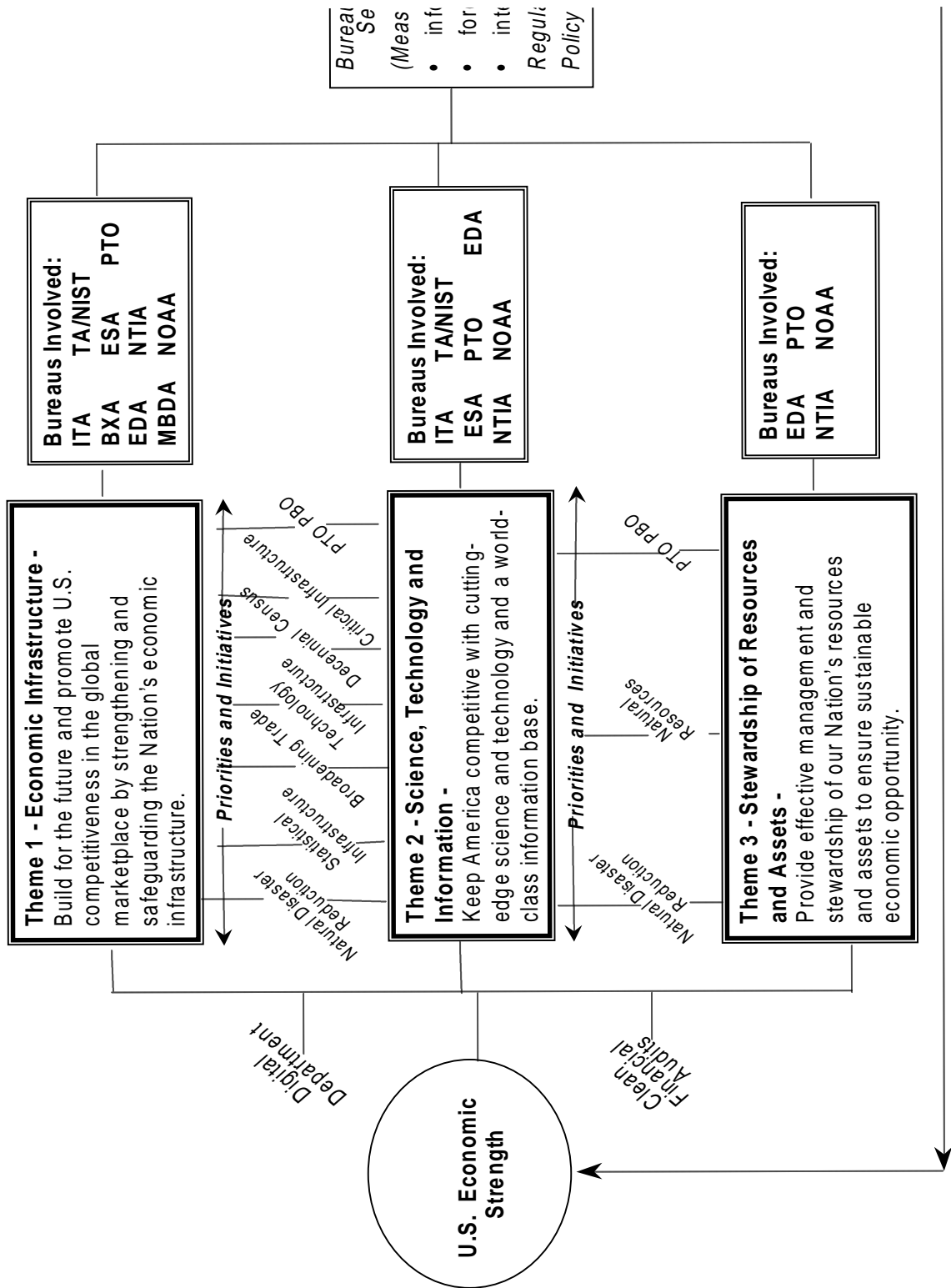
Finally, as part of the Administration's Critical Infrastructure Protection program, NTIA has assumed the lead agency role for the information and communications (I&C) sector. It is focused on protecting critical infrastructure by devising a plan that assesses the vulnerabilities of the I&C sector and identifying protection strategies.

Commerce Strategic Plan Link to the Commerce Annual Performance Plan

The Department of Commerce prepared its first Strategic Plan as required by GPRA in September 1997 and its first APP in February 1998. The three Commerce strategic themes expounded in the Commerce Strategic Plan represented the first effort with GPRA to develop "integrating themes" intended to recognize and foster cross-cutting efforts in the areas of economic infrastructure, science and technology, and the management of Commerce resources and assets.

The Department of Commerce discussed whether the strategic themes suited in content and number the Department's many disparate functions. Still, the strategic planning and performance management process set in motion more active consideration and exploration of potential crosscutting and partnership arrangements among the bureaus of the Department. While this process is incremental, the FY 2000 priorities and initiatives further advance the commitment to conduct effective Commerce crosscutting efforts in a more integrated fashion. (See diagram on following page.)

Mission: The Department of Commerce works to build a strong U.S. economy to provide a higher standard of living for every American.



Executive Summary (cont.)

Brief Description of Parts II and III

Parts II and III of the Commerce Annual Performance Plan summarize the activities, performance, and resources for (a) each of the priorities and initiatives; and (b) each of the nine Commerce bureaus. They provide detailed information about the activities proposed for each of the cross-cutting priorities and initiatives and for each of the bureaus. They also focus on the more “outcome-oriented” goals that the bureaus are trying to achieve. Included are brief descriptions of why these activities are important to the American public, how each bureau is doing in terms of performance trends, and the resources required to conduct these activities.

After the more detailed description of the Priorities and Initiatives, the bureau-by-bureau approach is organized in a similar manner and contains the following information (with some variation in order and emphasis) for each bureau:

Enabling Legislation
Bureau Context
High Impact Agency (HIA) or priorities and initiatives Information (if applicable)
Goal and Performance Measure Information
Rationale
Performance Targets
Data Validation and Verification
Source
Frequency
Data Storage
Verification
Means and Strategies
Crosscutting Activities
External Factors
Resource Requirements
Funding
Skills Requirements/FTEs
IT Requirements

Finally, we have provided what we hope to be a useful aid to navigation and guide to readers throughout the document. The Commerce strategic themes and the priorities and initiatives being addressed are depicted by shaded columns indicating the theme, and bullets indicating the priorities and initiatives, in the upper right-hand corner of the appropriate pages of the document. The reader should be able to discern which theme(s) or priorities and initiative(s) are being addressed at any point in the document.